

## **FOOD SAFETY AND INSPECTION SERVICE**

### **FY 1999 ANNUAL PROGRAM PERFORMANCE REPORT**

The Food Safety and Inspection Service (FSIS) was established by the Secretary of Agriculture on June 17, 1981, pursuant to legislative authority contained in 5 U.S.C. 301 that permits the Secretary to issue regulations governing the United States Department of Agriculture (USDA).

The Mission of the Agency is to ensure that the Nation's commercial supply of meat, poultry, and egg products is safe, wholesome, and correctly labeled and packaged, as required by the Federal Meat Inspection Act (FMIA), the Poultry Products Inspection Act (PPIA), and the Egg Products Inspection Act (EPIA).

FSIS is composed of two major inspection programs:

The Meat and Poultry Inspection Program, authorized by the FMIA and the PPIA, is responsible for uniformly applying inspection procedures and standards for sanitation, humane slaughter, facilities and equipment, and product labeling at all establishments under federal inspection as well as assessing the effectiveness of State inspection programs to assure that standards at least equivalent to those under the Federal Acts are applied to meat and poultry establishments under State jurisdiction. Further, the program is responsible for reviewing foreign inspection systems and plants that export meat and poultry products to the United States, and inspecting imported products at ports of entry to assure that standards equal to those under FMIA and PPIA are applied to meat and poultry exported to the United States. The Laboratory Services program supports meat and poultry inspection through the scientific examination of meat and poultry products for disease, contamination, or other forms of adulteration.

The Egg Products Inspection Program, authorized by the EPIA, requires continuous mandatory inspection of egg processing plants producing liquid, frozen, or dried egg products to ensure that products sold are wholesome, unadulterated, and truthfully labeled. This act also requires the control of imported egg products to ensure that U.S. requirements are met.

More information regarding FSIS's programs can be found in the FSIS Strategic and Annual Performance plans.

Only Federal employees were involved in the preparation of this report.

The following table provides summary information on FSIS's achievement of FY 1999 Performance Goals.

FSIS PERFORMANCE SUMMARY			
Strategic Goal	FY 1999 Performance Goals	Performance	
		Target	Actual
Enhance the public health by minimizing foodborne illness from meat, poultry, and egg products.	Reduce pathogens on raw products.	Yes	Yes
	Percentage of the total number of federally inspected meat and poultry slaughter and/or processing plants having implemented the basic HACCP requirements.	43.6%	43.6%
	Compliance rate of establishments operating under HACCP-based daily verification procedures conducted by inspection personnel.	90	90
	Percentage of performed ongoing verifications in conformance with the E. Coli testing requirement.	99.99	99.99
	Number of Federally inspected plants in compliance with the Salmonella national baseline standards.	1,277	680
	Increase in the number of lab tests performed (in thousands) from the base to support Pathogen Reduction Rule targets.	66	57
	Number of Federal-State joint undertakings in:		
	State-Federal Cooperative Inspection Programs ("Equal-To" Programs)	26	25
	Federal-State Cooperative Inspection Programs (Talmadge-Aiken Programs)	9	9
	Cooperative Agreements	3	3
	Cooperative Federal-State investigations	200	196

FSIS PERFORMANCE SUMMARY			
Strategic Goal	FY 1999 Performance Goals	Performance	
		Target	Actual
Enhance the public health by minimizing foodborne illness from meat, poultry, and egg products.	Collaborate with other public health agencies and stakeholders to enhance the use of collective resources to improve food safety and support the President's Council on Food Safety.	Yes	Yes
	Number of foodborne illness causing pathogens monitored in collaboration with the Centers for Disease Control and Prevention (CDC), the Food and Drug Administration (FDA), and State Public Health Departments through the Foodborne Disease Active Surveillance Network (FoodNet).	7	7
	Number of FoodNet Case Studies.	3	3
	Number of new formal risk assessments initiated annually to identify and quantify food safety risks.	1	2
	Number of reviews conducted of State inspection programs and laboratories.	7	7
	Standard operating procedures established for coordination of foodborne illness outbreaks and other food safety emergencies.	Yes	Yes
	Strategy with HHS and USDA, and private sector groups developed and implemented to expand communications on food safety information to the general public.	Yes	Yes
	Number of people reached with food safety information through media stories, circulation reports, Home Page visits, Hotline calls (in millions).	158	83

FSIS PERFORMANCE SUMMARY			
Strategic Goal	FY 1999 Performance Goals	Performance	
		Target	Actual
Enhance the public health by minimizing foodborne illness from meat, poultry, and egg products.	Promote food safety from farm-to-table.	Yes	Yes
	Number of collaborative initiatives undertaken to address food safety risks in animal production.	8	14
	Number of State agencies adopting the meat, poultry, and egg portions of the FDA Food Code for retail and restaurant establishments.	10	10
	Number of successful enforcement cases carried out resulting from a unified regulatory effort of FSIS inspectors, compliance officers, and/or laboratory personnel that should serve to improve the Agency's efforts to enhance industry compliance with food safety requirements.	200	118
Enhance the public health by minimizing foodborne illness from meat, poultry, and egg products	Continue the necessary cultural change to HACCP and food safety.	Yes	Yes
	Number of FSIS employees trained in SSOP tasks and procedures, and cultural change each year.	350	350
	Number of employees receiving Civil Rights training.	6,552	6,552
	Number of FSIS meat and poultry employees trained in HACCP tasks and procedures each year.	1,700	1,700
	Number of additional FSIS inspectors trained in compliance methods and procedures each year.	14	14
	Number of FSIS inspectors trained in Field Automation Information Management (FAIM) each year.	1,000	741
	Number of FSIS computers deployed to the field each year.	725	760

FSIS PERFORMANCE SUMMARY			
Strategic Goal	FY 1999 Performance Goals	Performance	
		Target	Actual
Enhance the public health by minimizing foodborne illness from meat, poultry, and egg products.	Number of State inspection programs automated to assist States in meeting mandatory HACCP requirements.	11	6
	Number of States receiving HACCP training.	26	26
	Number of computers deployed to State inspection programs and number of State inspectors trained in FAIM each year.	900	1,126
	Number of automated-microbial identification systems for use in State inspection programs.	25	23
	Number of Agency-sponsored conferences with industry to clarify and discuss roles and responsibilities.	20	20
	Number of pages of regulations eliminated due to changing roles, responsibilities, or technology.	49	55
	Number of pages of regulations revised/reinvented due to changing roles, responsibilities, or technology.	76	63
Enhance the public health by minimizing foodborne illness from meat, poultry, and egg products.	Promote international cooperation on food safety.	Yes	Yes
	Percentage of imported products produced under HACCP equivalent food safety requirements.	70	99

FSIS PERFORMANCE SUMMARY			
Strategic Goal	FY 1999 Performance Goals	Performance	
		Target	Actual
Enhance the public health by minimizing foodborne illness from meat, poultry, and egg products.	Streamline and improve the effectiveness, efficiency, and diversity of administrative and human resources support functions.	Yes	Yes
	Modernize the accounting system by implementing FFIS.	Yes	Yes
	Number of management reviews conducted to ensure appropriate internal controls.	15	10
	Year 2000 contingency plan developed, tested, and validated.	Yes	Yes
	Percentage of workforce at the GS-13 level and above who are women, minorities, or persons with disabilities.	48	46
	Percentage of workforce at the GS-12 level and below who are women, minorities, or persons with disabilities.	48	47

**Goal:** Enhance the public health by minimizing foodborne illness from meat, poultry, and egg products.

**Objective:** The outcome of this goal will be a 25 percent reduction in the number of foodborne illnesses associated with meat, poultry, and egg products by the year 2000.

## Key Performance Goal 1

Reduce pathogens on raw products by continuing the implementation of the Pathogen Reduction/HACCP rule.

Percentage of the total number of federally inspected meat and poultry slaughter and/or processing plants having implemented the basic HACCP requirements.

**Target:** 43.6

**Actual:** 43.6

Compliance rate of establishments operating under HACCP-based daily verification procedures conducted by inspection personnel.

**Target:** 90

**Actual:** 90

Percentage of performed ongoing verifications in conformance with the *E. coli* testing requirement.

**Target:** 99.99

**Actual:** 99.99

Number of Federally inspected plants in compliance with the *Salmonella* national baseline standards.

**Target:** 1,277

**Actual:** 680

Increase in the number of lab tests performed (in thousands) from the base to support Pathogen Reduction Rule targets.

**Target:** 66

**Actual:** 57

Number of Federal-State joint undertakings in:

State-Federal Cooperative Inspection Programs ("Equal-To" Programs)

**Target:** 26

**Actual:** 25

Federal-State Cooperative Inspection Programs (Talmadge-Aiken Programs)

**Target:** 9

**Actual:** 9

Cooperative Agreements

**Target:** 3

**Actual:** 3

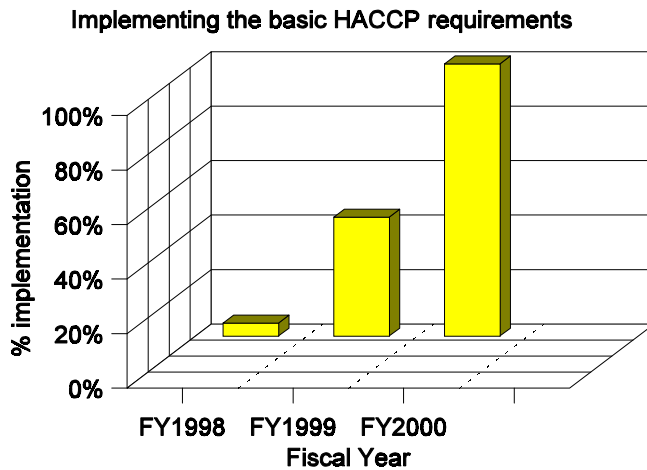
Cooperative Federal-State investigations

**Target:** 200

**Actual:** 196

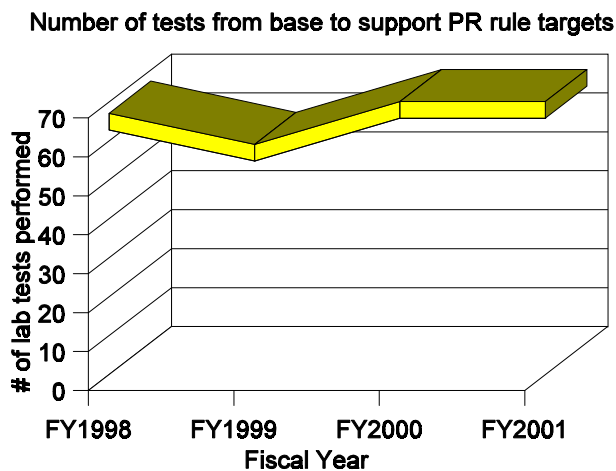
## Trend Data Charts

## Meat/poultry establishments



Fiscal Year	Percentage of the total number of federally inspected meat and poultry slaughter and/or processing plants having implemented the basic HACCP requirements.	Target
1998	4.8	4.8
1999	43.6	43.6
2000		99.9

## Laboratory tests performed



Fiscal Year	Increase in the number (in thousands) of lab tests performed from the base to support Pathogen Reduction rule targets	Target
1998	65	67
1999	57	66
2000		68
2001		68

**1999 Data:** These are considered to be final programmatic data as of November 23, 1999, and no data variance is expected.

In revising the FY 2000 APP, FSIS adjusted the performance measure pertaining to the number of Federal-State Cooperative Inspection Programs/Cooperative Agreements. The new performance measure, Cross-Utilization Agreements, is more inclusive and incorporates three basic categories: agreements with States similar to those under Talmadge-Aiken where there are less than ten staff years



of activity, agreements where States conduct reviews of custom exempt plants, and agreements where States conduct egg product inspections.

**Analysis of Results:** The Agency met this goal. FSIS very effectively met its planned activities and results for reducing pathogens on raw products according to the Pathogen Reduction/HACCP rule. HACCP is a scientifically-based system designed to reduce pathogens on raw products. The regulation requires meat and poultry slaughter and processing plants to adopt a HACCP system of process controls to prevent chemical, physical, and biological food safety hazards. So far, the system has reduced the presence of potentially dangerous *Salmonella* in raw meat and poultry by as much as 50 percent in small meat and poultry plants, matching the extraordinary gains reported earlier in large plants.

Requirements for large plants were implemented in 1998 and 99.99 percent of those plants met the requirements. Data from testing to verify compliance with *Salmonella* performance standards show that the vast majority of plants have successfully met the performance standards. We have seen a dramatic reduction in the prevalence of *Salmonella* on raw product, including broilers, swine, ground beef and ground turkey. For example, the numbers for broilers have consistently shown a 50 percent drop from pre-HACCP baseline figures. Very small plants will be required to implement HACCP in January 2000.

*Explanatory Notes for Numbered Performance Measures*

In FY 1999, 43.6 percent of all federally-inspected plants met HACCP requirements. This is right on target with the percentage of plants that are currently mandated to meet HACCP requirements.

*Trend Chart.* One of the trend charts for this performance measure displays the percentage of the total number of federally inspected meat and poultry slaughter and/or processing plants having implemented the basic HACCP requirements each year for fiscal years 1998 through 2000. These values are derived by dividing the number of plants having implemented the requirements (numerator) by the total number of Federal plants (denominator). The values are:

For Fiscal Year 1998: 298/6232, or 4.8% of establishments implementing the basic requirements  
 For Fiscal Year 1999: 2603/5974, or 43.6%  
 For Fiscal Year 2000: 5974 (anticipated)/5974, or 100%

The compliance rate of establishments operating under HACCP-based daily verification procedures conducted by inspection personnel refers to the compliance rate not of each plant overall, but refers to the many specific requirements that each plant must meet. The 90 percent actual performance meets the performance target.

FSIS met the 99.99 percent performance target in terms of performed ongoing verifications in compliance with the *E. coli* testing requirement.

Most plants operating under HACCP systems are in compliance with the HACCP *Salmonella* standards. The actual performance measure of 680 versus a performance target of 1,277 simply reflects the fact that HACCP, and therefore HACCP *Salmonella* testing, has been implemented so far in large and small plants. At the time the performance targets were set, FSIS anticipated that more plants would fall into the small category, when in fact they are categorized as very small plants and therefore do not have to implement HACCP until late January 2000. The actual performance of 680 is 90.5 percent of the 750 plants that were subject to *Salmonella* testing during FY 1999.

In terms of the number of lab tests required for *Salmonella* testing, the actual performance was less than FSIS anticipated for FY 1999, at 57,000 rather than 66,000. This reflects the fact that fewer plants came under HACCP regulation as small plants, because they actually qualify as very small plants, which are not required to implement HACCP until January 2000. Other reasons include: scheduled samples not collected, scheduled forms not received by plants, plants scheduled for product not being produced, and plants closing.

FSIS has met its performance measures in its Federal-State joint undertakings. However, in future Annual Performance Plans (APPs), the Agency is changing some of the terminology in order to give a more detailed and complete picture of these activities, which are very important under the Pathogen Reduction/HACCP rule.

In FY 1999, FSIS had 25 State-Federal Cooperative Inspection Programs ("Equal-To" Programs.) This was one less than the performance target of 26, because one State left the program.

FSIS met its performance target of nine Federal-State Cooperative Inspection Programs (Talmadge-Aiken Programs) for Fiscal Year 1999. It also closely approached its performance target of 200 Cooperative Federal- State investigations with 196 investigations.

The performance target for Cooperative Agreements, three, was met. However, in future APPs, this performance measure will be incorporated into a redefined measure, Cross-Utilization Agreements. The new performance measure is more inclusive and incorporates three basic categories in accordance with Federal regulations: agreements with States similar to those under Talmadge-Aiken where there are less than ten staff years of activity, agreements where States conduct reviews of custom exempt plants, and agreements where States conduct egg product inspection.

**Current Fiscal Year Performance:** At this point in time, the Agency does not envision any negative impact on FY 2000 performance based on FY 1999 performance.

**Program Evaluations:** The Agency has not conducted any evaluations, studies, or analyses during the fiscal year for this performance goal.

## Key Performance Goal 2

Collaborate with other public health agencies and stakeholders to enhance the use of collective resources to improve food safety and support the President's Council on Food Safety.

Number of foodborne illness causing pathogens monitored in collaboration with the Centers for Disease Control and Prevention (CDC), the Food and Drug Administration (FDA), and State Public Health Departments through the Foodborne Disease Active Surveillance Network (FoodNet).

**Target:** 7

**Actual:** 7

Number of FoodNet Case Studies.

**Target:** 3

**Actual:** 3

Number of new formal risk assessments initiated annually to identify and quantify food safety risks.

**Target:** 1

**Actual:** 2

Number of reviews conducted of State inspection programs and laboratories.

**Target:** 7

**Actual:** 7

Standard operating procedures established for coordination of foodborne illness outbreaks and other food safety emergencies.

**Target:** Yes

**Actual:** Yes

Strategy with HHS and USDA, and private sector groups developed and implemented to expand communications on food safety information to the general public.

**Target:** Yes

**Actual:** Yes

Number of people reached with food safety information through media stories, circulation reports, Home Page visits, Hotline calls (in millions).

**Target:** 158

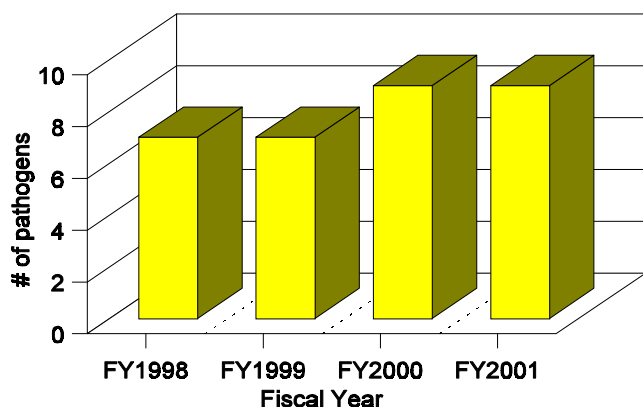
**Actual:** 83\*

\* The Actual value reflects a mid-year change in computing the distribution of food safety information to people. The Agency has adopted a uniform, conservative approach to estimating the number of people it reaches through various media and will continue to use this methodology for future year estimations.

## Trend Data Charts

### Foodborne illness pathogens

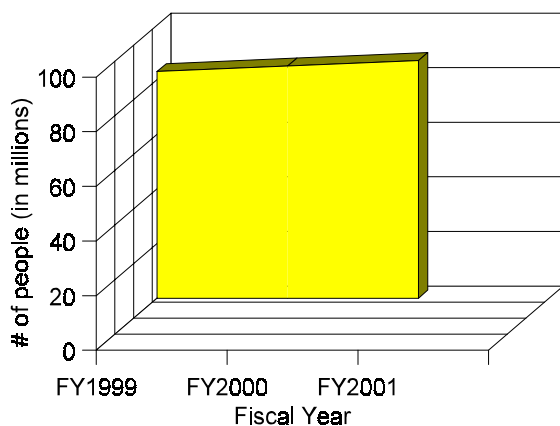
Monitored in collaboration with other agencies



Fiscal Year	Number of foodborne illness causing pathogens monitored in collaboration with the CDC, FDA and State Public Health Departments through FoodNet.	Target
1998	7	7
1999	7	7
2000		9
2001		9

### Food safety information

Number of people reached via media sources



Fiscal Year	Number of people (in millions) reached with food safety information through media stories, circulation reports, home page visits, Hotline calls	Target
1999	83* (see explanation, previous pg.)	158
2000		85
2001		87

**1999 Data:** These are considered to be final programmatic data as of November 23, 1999, and no data variance is expected.

The FY 1999 data for this performance goal are complete and uncomplicated in nature. However, for the performance measure analyzing the number of people reached with food safety information through media stories, circulation reports, Home Page visits, Hotline calls, etc., the Agency did adjust the methodology for calculating the actual population reached. Based on professional experience, FSIS now estimates that its newspaper articles and their publication reach four percent of the papers' circulation. This is in contrast to an earlier methodology employed for developing a performance target when a higher percentage of articles and publication reaching readership was assumed. In a similar fashion, the Agency uses scientific estimation for predicting the penetration of its televised advertisements to consumers. Telephone call logs for the Meat and Poultry Hotline and electronic tallying of the number of "hits" onto the Agency Website provide an accurate count of the number of Hotline callers and Website users, respectively. As a result of calls to the Hotline, packets of food safety materials are mailed each year to those consumers requesting materials. This new method is more realistic and, therefore, more useful to decision-makers.

**Analysis of Results:** The Agency met this goal. FSIS has been very successful in collaborating with other public health agencies and stakeholders to enhance the use of collective resources to improve food safety. As part of Executive Order 13100, the President directed his Council on Food Safety to develop annual coordinated food safety budgets. The Council includes USDA, the Department of Health and Human Services (HHS), the Environmental Protection Administration (EPA), the Office of Management and Budget (OMB), and the Department of Commerce. The goal is to develop coordinated budgets that sustain and strengthen existing capacities, eliminate duplication, help identify priority areas for investment, ensure the most effective use of resources for improving food safety, and address cross cutting issues. Efforts are currently underway to develop a coordinated strategic plan and budget during FY 2000. To draft its strategic plan, the Council established an interagency Strategic Planning Task Force in 1999. The Task Force, along with five working groups, has developed a draft set of goals and objectives that have been shared with various stakeholders to seek their input. These stakeholders and Council representatives engaged on July 15, 1999, in an important exchange of views on the food safety system of the future at a public meeting in Washington, DC. A second public meeting was held in October 1999, to review the planning progress. The Council expects to provide a draft plan to the public in early 2000 and invite additional comments. FSIS has played a key role in the Council's activities.

FSIS is collaborating with NFSS on developing guidance on a model State Meat and Poultry Inspection (MPI) program, which might serve as a guide for other State food protection agencies as well as assist State MPI programs. Such guidance will be especially useful if Congress acts on FSIS-supported legislation to permit State-inspected products in interstate commerce, mandating a new working relationship between FSIS and the States on meat and poultry inspection.

#### *Explanatory Notes for Numbered Performance Measures*

The number of foodborne illness causing pathogens monitored in collaboration with the CDC, FDA, and State Public Health Departments through the FoodNet during FY 1999 was seven. They included *Campylobacter*, *E. coli* 0157:H7, *Listeria*, *Salmonella*, *Shigella*, *Vibrio*, and *Yersinia*.

FSIS also participated in three detailed FoodNet case studies during FY 1999 that included studies on *E. coli* 0157:H7, *Listeria*, and *Campylobacter*. Recent results from FoodNet show a 44 percent decrease in the infection rate for *Salmonella enteritidis* (S.e.), a serious infection associated with poultry and eggs, from 1996 to 1998 in the areas of the country under surveillance. It also documented a 15 percent decline in illnesses caused by *Campylobacter*, the most common bacterial foodborne pathogen in the U.S. FoodNet data help to document the effectiveness of new food safety control measures such as HACCP.

Based in part on FoodNet data, in September 1999, CDC issued new estimates on the incidences of foodborne illnesses. They now estimate that foodborne diseases cause approximately 76 million

illnesses, 325,000 hospitalizations, and 5,000 deaths in the U.S. each year. These are the most complete estimates ever calculated and should not be compared to previous estimates since the estimates are a result of better information and new analyses rather than changes in disease frequency over time.

In FY 1999, FSIS completed the fourth full year of an agreement with the CDC to conduct active population-based surveillance for foodborne diseases, to collect more precise information on foodborne illnesses, and to conduct related epidemiological investigations to help public health officials better understand the epidemiology of foodborne disease in the U.S. FDA has also been a partner in this effort, which is now called FoodNet. Now expanded under the President's Food Safety Initiative, FoodNet provides a strong network for responding to new and emerging foodborne diseases of national importance, monitoring the burden of foodborne diseases, and identifying the source of specific foodborne diseases--all with a view toward developing and implementing effective prevention and control measures.

FSIS is participating in a pilot project to develop and foster the use by all government food safety laboratories of standard operating procedures, analytic methodologies, and data recording and sharing mechanisms. Currently, there is much diversity among laboratories in all these areas, resulting in laboratories being unable to obtain or rely on each others' data, leading in turn to duplications of effort and delays in addressing often-urgent public health-related issues. FSIS devoted part of its FY 1999 Food Safety Initiative (FSI) money (for the upgrading of State laboratories, after providing matching funds to States requesting them) to initiate this significant, intergovernmental project that will lay the foundation for closer cooperation among all agencies on food safety.

FSIS established its Intergovernmental Regulators Information Line, in response to complaints by many State regulators that federal regulatory agencies are not sufficiently accessible and responsive when State and local regulators need information or advice. The Information Line, co-located with the HACCP Hotline at FSIS's Technical Service Center, provides State regulators immediate access to agency experts who can give information and advise on any technical or regulatory issue related to meat, poultry and processed egg products, farm-to-table.

The Agency collaborates with other food safety and public health agencies, including the intergovernmental Foodborne Outbreak Response Coordinating Group (FORCG), formed in 1997 by the President's Council on Food Safety to improve Federal-State-local coordination during interstate outbreaks of foodborne illness. The mission of FORCG is to develop a national comprehensive and coordinated foodborne illness outbreak response system. Through FORCG, draft standard operating procedures have been developed for the rapid exchange of data and information among involved Agencies. These procedures cover the exchange of data and information associated with multi-State outbreaks and complement systems established for exchange of information about day-to-day occurrences of foodborne illness. FSIS anticipates that the draft standards will be finalized during FY 2000. Another important tool during foodborne illness outbreaks is PulseNet. Working with FSIS and others, CDC developed the PulseNet program to help investigate and prevent foodborne illness outbreaks by sharing information on problem bacteria quickly. It permits rapid and accurate detection of foodborne illness outbreaks and trace back to their sources, including detection of disparate multi-state outbreaks that may have gone undetected.

FSIS also has been working with HHS, other USDA Agencies, and private sector groups to develop and implement a Food Safety Information Network to expand communications on food safety to the general public. Accomplishments to date include the creation of a food safety web site ([www.foodsafety.gov](http://www.foodsafety.gov)), linkage of the FDA and FSIS consumer Hotlines, creation of a monthly electronic newsletter to educators, the creation and enhancement of a Foodborne Illness Education Information Center in conjunction with FDA and the National Agricultural Library. In conjunction with FDA, FSIS developed and distributed materials for "September is National Food Safety Education Month." Distribution included 35,000 copies of a "Cook It Safely" consumer education guide, 41,000 posters, 27,000 copies of a fact sheet about the safety of eggs and egg dishes, and 22,000 letters to school food service directors.

In keeping with its goal of promoting State and local agencies' contributions to our national food safety goals, FSIS is participating in the National Food Safety System (NFSS) project. The NFSS project brings together representatives of USDA, FDA, CDC and EPA along with representatives of State and local agencies, to find ways in which the food safety activities at all levels of government might be integrated into a single national system. NFSS workgroups have provided FSIS information and assistance from other agencies on several projects to advance meat and poultry food safety.

As part of the President's Food Safety Initiative, FSIS is a key player in the Partnership for Food Safety Education Program, a major public and private food safety education program launched in October 1997. The Fight BAC! campaign evolved from this program and in early 1999, about 30,000 Fight BAC! Presenter's Guides were distributed nationally for grades K through 3.

**Current Fiscal Year Performance:** FSIS, in collaboration with its partner agencies, has met the performance targets established for Performance Goal Two. At this point in time, the Agency does not envision any negative impact on FY 2000 performance based on FY 1999 performance.

**Program Evaluations:** The Agency has not conducted any evaluations, studies, or analyses during the fiscal year for this performance goal.

### Key Performance Goal 3

#### Promote food safety from farm-to-table.

Number of collaborative initiatives undertaken to address food safety risks in animal production.

**Target:** 8

**Actual:** 14

Number of State agencies adopting the meat, poultry, and egg portions of the FDA Food Code for retail and restaurant establishments.

**Target:** 10

**Actual:** 10

Number of successful enforcement cases carried out resulting from a unified regulatory effort of FSIS inspectors, compliance officers, and/or laboratory personnel that should serve to improve the Agency's efforts to enhance industry compliance with food safety requirements.

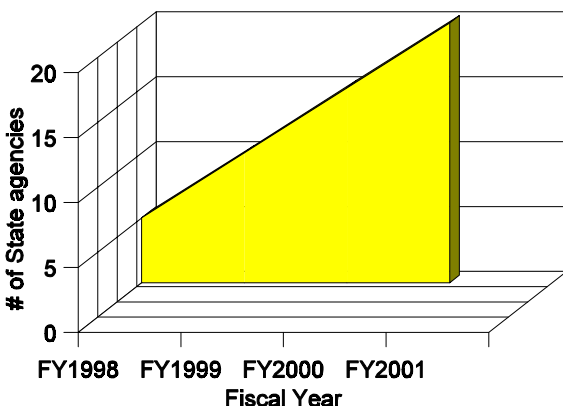
**Target:** 200

**Actual:** 118

### Trend Data Chart

## Number of State agencies

### Adopting relevant portions of the Food Code



Fiscal Year	Number of State agencies adopting the meat, poultry, and egg portions of the FDA Food Code for retail and restaurant establishments	Target
1998	5	5
1999	10	10
2000		15
2001		20

**1999 Data:** These are considered to be final programmatic data as of November 23, 1999, and no data variance is expected.

**Analysis of Results:** The Agency met this goal. FSIS recognizes that ensuring food safety in meat, poultry, and egg products requires taking coordinated steps throughout the chain of production, processing, distribution, sale, and consumption to prevent hazards and reduce the risk of foodborne illness. In Fiscal Year 1999, the Agency has taken steps to improve its working relationships with Federal, State, and local agriculture and public health agencies, and it has continued its work in strengthening State meat and poultry inspection systems.

*Explanatory Notes for Numbered Performance Measures*

FSIS participated in the establishment of a National Integrated Food Safety System Project, involving Federal, State and local officials. In February 1999, FSIS hosted a National Food Safety Conference for senior food safety officials in each State.

FSIS continued to develop state partnerships with state animal health agencies to foster producer education on food safety issues in animal production. During Fiscal Year 1999, nine new states joined, bringing the total number of states in agreements for producer education partnerships to 20 over the past two years. In addition, FSIS entered into contract with nine historically black, Native American, and/or Hispanic colleges to develop collaborative networks to educate minority and economically disadvantaged animal producers and very small packers on HACCP and animal production food safety issues. FSIS contracted for development of animal production food safety instructional materials--a series of educational teaching modules to be used by agriculture education instructors at the high school and community college levels in addition to instructional materials for county extension agents for delivery to adult producers. These teaching modules and education materials will be made available through the Internet.

In FY 1999, FSIS far exceeded its performance target of eight collaborative initiatives undertaken to address food safety risks in animal production, and actually reached 14.

FSIS is also working with producer groups and the States to develop and encourage measures to reduce food safety hazards associated with animals presented for slaughter. At the transportation to retail level of the farm-to-table chain, we are working with FDA and the States to develop government standards for the safety of food during distribution. At the retail level, FSIS remains active with FDA and with State officials in ensuring the adoption of science-based standards, encouraging uniformity among the State laws affecting food safety, and fostering HACCP-type approaches. The Agency fully supports the Food Code process and is an active participant with FDA in promoting adoption of the Food Code. Through our involvement in the Conference for Food Protection we are helping to develop the best regulatory code possible for State adoption. In Fiscal Year 1999, we held the first two of a series of teleconferences with State officials explaining various impacts of the Food Code, such as how it corresponds to HACCP controls at the plant level.

In addition, the FSIS Technical Services Center in Omaha, Nebraska, opened an information line to answer technical and regulatory questions from State officials about food safety regulatory matters on meat, poultry, and egg products. FSIS met its FY 1999 performance target of ten State agencies adopting the meat, poultry, and egg portions of the FDA Food Code for retail and restaurant establishments.

The Agency has also:

Participated in the Conference for Food Protection (CFP), and in development and promotion of the Food Code. The Food Code provides model standards for the regulation of foods at retail and in commercial and institutional food service operations.

Developed guidelines (drafted by a FDA-Cooperative State Research, Education, and Extension Service CSREES)-FSIS team) for safe food recovery programs and submitted by FSIS to the Conference for Food Protection for consideration as an annex to the Food Code.

In continuation of a project initiated in FY1998, FSIS conducted teleconferences and video training on safe meat poultry processing at retail. The FY1999 teleconferences, the third and fourth in the series, covered cooking and cooling, and sausage making. Each teleconference reached several thousand people, and several thousand more are expected to use the videotapes made for subsequent training. In a related project, these training materials formed the basis for guidelines that were drafted in collaboration with the Association of Food and Drug Officials. The guidelines have been submitted by FSIS to the Conference for Food Protection for consideration as an annex to the Food Code.

The Agency pursues a variety of regulatory and enforcement actions to ensure that meat, poultry, and egg products that reach consumers are safe, wholesome, and properly labeled through compliance with the laws and regulations concerning these products. During a typical review, compliance officers contact industry management officials and discuss applicable FSIS requirements. Inventories of meat, poultry, and egg products are observed to see if they comply with Federal regulations, and appropriate records concerning the sale, purchase, shipping, or storage of products are examined. Additional investigations may occur when evidence of a violation is found.

For FY 1999, FSIS estimated a target of 200 successful enforcement cases carried out resulting from a unified regulatory effort of FSIS inspectors, compliance officers, and/or laboratory personnel that should serve to improve the Agency's efforts to enhance industry compliance with food safety requirements. Estimates were based on the assumption that the HACCP transition would be problematical and produce greater non-compliance, resulting in increased investigations. Fortunately, this has not been the case and outwear estimates have been revised downward.

When investigations disclose violations of meat, poultry, or egg product inspection laws or regulations, FSIS enforcement officials initiate appropriate administrative or legal action. Control mechanisms and sanctions include detentions, seizures, warning letters for minor violations, injunctions, prosecutions, withdrawal of inspection and voluntary recall of product. FSIS enforcement also works with FDA and with State and local food safety and public health offices to investigate sanitation and other violations and control products implicated in foodborne illness outbreaks.

**Current Fiscal Year Performance:** FY 1999 performance in developing a comprehensive strategy for promoting food safety from farm to table has been consistently on target. FSIS expects to maintain this high standard into FY 2001.

**Program Evaluations:** The Agency has not conducted any evaluations, studies, or analyses during the fiscal year for this performance goal.

#### Key Performance Goal 4

Continue the necessary cultural change to support HACCP and food safety.

Number of FSIS employees trained in SSOP tasks and procedures, and cultural change each year.

**Target:** 350

**Actual:** 350

Number of employees receiving Civil Rights training.

**Target:** 6,552

**Actual:** 7,685



Number of FSIS meat and poultry employees trained in HACCP tasks and procedures each year.

**Target:** 1,700

**Actual:** 1,700

Number of additional FSIS inspectors trained in compliance methods and procedures each year.

**Target:** 14

**Actual:** 14

Number of FSIS inspectors trained in FAIM each year.

**Target:** 1,000

**Actual:** 741

Number of FSIS computers deployed to the field each year.

**Target:** 725

**Actual:** 760

Number of State inspection programs automated to assist States in meeting mandatory HACCP requirements.

**Target:** 11

**Actual:** 6

Number of States receiving HACCP training.

**Target:** 26

**Actual:** 26

Number of computers deployed to State inspection programs and number of State inspectors trained in Field Automation Information Management (FAIM) each year.

**Target:** 900

**Actual:** 1126

Number of automated-microbial identification systems for use in State inspection programs.

**Target:** 25

**Actual:** 23

Number of Agency-sponsored conferences with industry to clarify and discuss roles and responsibilities.

**Target:** 20

**Actual:** 20

Number of pages of regulations eliminated due to changing roles, responsibilities, or technology.

**Target:** 49

**Actual:** 55

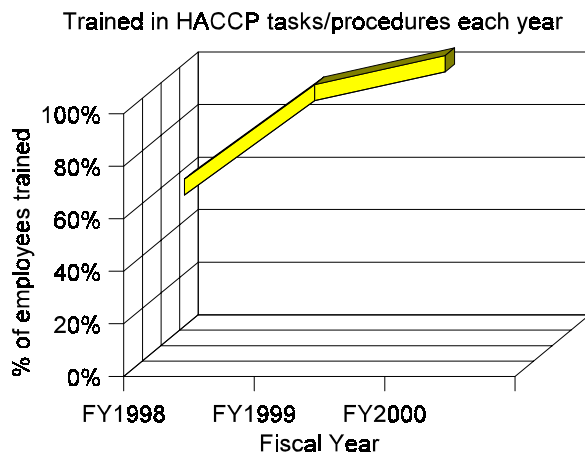
Number of pages of regulations revised/reinvented due to changing roles, responsibilities, or technology.

**Target:** 76

**Actual:** 63

## Trend Data Chart

## Percent of FSIS employees



Fiscal Year	Percentage of FSIS meat and poultry employees trained in HACCP tasks and procedures each year	Target
1998	54.9	54.9
1999	92.3	92.3
2000		100

**1999 Data:** These are considered to be final programmatic data as of November 23, 1999, and no data variance is expected.

**Analysis of Results:** The Agency met this goal. With the implementation of the Pathogen Reduction/HACCP rule, the Agency moved away from a command-and-control philosophy to one that emphasizes separation of Agency and industry roles, with performance standards for industry. These changes have a great effect on Agency culture, inspection policies and practices, and the general interactions among all FSIS employees. Cultural change takes years to accomplish and is difficult to measure. It requires dedicated staff and continuing support. A number of strategies have been utilized by FSIS to facilitate the expected cultural changes throughout the Agency.

*Explanatory Notes for Numbered Performance Measures*

The significance of the cultural change is critical as it provides the basic infrastructure necessary for implementing the HACCP system and other activities. All meat and poultry plants were required to implement Sanitation Standard Operating Procedures (SSOPs) by January 27, 1997. As a result, the training of FSIS employees in SSOP tasks and procedures was completed prior to that date. FSIS did, however, train 350 new employees in SSOP tasks and procedures in 1999, meeting its performance target. Implementation of HACCP for the meat and poultry industry began in January 1998 and will be completed in January 2000. FSIS phased in implementation of HACCP by plant size, with inspectors in the largest plants receiving training in HACCP tasks and procedures first. This phased implementation has worked very well, because it allowed the Agency time to address the logistical effort required for such a fundamental change and enabled inspectors and other regulatory personnel to be trained in time for the various implementation dates. At the end of FY 1999, FSIS had successfully trained 92.3% of its meat and poultry employees in HACCP tasks and procedures, meeting the performance target. In October 1999, FSIS also established a program for field supervisors, the "Performance Management and Correlation Program," designed to further sensitize supervisors to their responsibilities to lead the change.

As a result of the Civil Rights Action Team (CRAT) report, USDA mandates modular Civil Rights training for all employees. During FY 1999, in addition to completing Module I training for all employees, FSIS began delivering training in two additional Civil Rights components: Program Delivery and Sexual Harassment. In FY 1999, 7,685 employees received Civil Rights training, exceeding the target of 6,552 employees. In September 1999, the Agency held a three-day diversity training conference at the

University of Maryland where 150 employees, supervisors, and management officials participated in more than 20 training workshops.

In FY 1999, FSIS continued its effort to conduct extensive technical and culture change training to 1,700 employees in preparation for the third and final phase of HACCP implementation in very small plants on January 25, 2000.

*Trend Chart.* The trend chart for this performance measure displays the percentage of FSIS employees trained in HACCP tasks and procedures each year for fiscal years 1998 through 2000. These values are derived by dividing the number of employees trained (numerator) by the number of employees who are eligible for that training (denominator). The values are:

For Fiscal Year 1998: 2500/4550, or 54.9% trained  
 For Fiscal Year 1999: 4200/4550, or 92.3% trained  
 For Fiscal Year 2000: 4550 (anticipated)/4550, or 100% trained

The conceptual shift embodied in HACCP, in which industry is responsible for producing a safe food product and FSIS verifies that appropriate food safety standards are met, enhances the importance of an effective enforcement program. FSIS has established a new strategy for enforcement by integrating its compliance staff into the field regulatory staff in order to complement the new rule and to provide a high level of public confidence. In order to carry out its regulatory oversight responsibilities under the new system, FSIS trained 14 inspectors in compliance methods and procedures in 1999, meeting the performance target.

Communication is an important source of support for HACCP implementation. Aware of the importance of computers in the FSIS work environment, the Agency has made a significant commitment to providing computers to field personnel and State inspection programs. This commitment is centered in the Field Automation and Information Management (FAIM) project to extend automation to the field inspection workforce by delivering hardware, software, training, technical support and telecommunications. In order to eliminate some of the barriers to States implementing the regulation, State inspection programs will require automation and training assistance if their programs' requirements are to remain "equal to" Federal inspection requirements. In the FY1999 APP, the number of computers deployed to State inspection programs and number of State inspectors trained in FAIM each year is listed as one performance measure. Since FSIS views this performance measure as two initiatives, FSIS will amend its APP to reflect two separate performance measures.

Due to resource and time constraints, only 714 out of 1000 projected FSIS inspectors received FAIM training.

The data for FY 1999 shows an increase in the number of computers deployed to the field. FSIS expected to deploy 725 computers to the field but was able to increase that amount by 35, for a total of 760 computers. The number of State programs automated shows a revision downward from the performance target presented last year. The FY 1999 data for the number of State programs automated reflect only those States that are fully implemented. In FY 1999, an additional eight States were in the implementation process that will be delayed until FY 2000.

During FY 1999, FSIS made sure that all 26 States which required HACCP training received that training. FSIS also deployed 565 computers to State inspection programs. The Agency estimated the number of automated-microbial identification systems for use in State inspection programs for FY 1999 to be 25 and achieved 23. This reflects the number of States interested in these systems to date. FSIS sponsored 20 conferences in FY 1999 to provide the industry with information and discuss on-going changes in roles and responsibilities, meeting that performance target.

In FY 1999, FSIS eliminated 55 pages of regulations due to changing roles, responsibilities, or technology, exceeding its performance target. FSIS developed a plan that includes the regulatory changes required by the Pathogen Reduction/HACCP rule as well as a general overhaul of existing regulations to remove unnecessary regulatory obstacles to innovation. In FY 1999, FSIS estimated that it would revise or reinvent 76 pages of regulations due to changing roles, responsibilities, or technology, and achieved 63 pages. This shortfall is due to the lengthy review process necessary to promulgate new regulations. The *Performance Standards for the Production of Certain Meat and Poultry Products* was published in January 1999, and the *Sanitation Requirements for Official Meat and Poultry Establishments* was published in October 1999. The final rule on sanitation requirements converts highly prescriptive sanitation requirements to performance standards and consolidates the sanitation regulations for meat and poultry. FSIS also published a proposed rule on the irradiation of meat and meat products in the February 24, 1999, *Federal Register*, which is an example of a regulation that will improve food safety and allow companies to innovate. Several other regulations are currently being reviewed and in various stages of development.

**Current Fiscal Year Performance:** In January 2000, the approximately 3,400 remaining very small plants will be required to operate under HACCP plans, bringing 100% of federally inspected meat and poultry under HACCP. Since HACCP will be fully operational, the data indicating the number of FSIS employees trained in SSOP and HACCP tasks and procedures in FY 2000 will decline. The number of people trained will be a factor of new hires, turnover, and HACCP redeployments. HACCP training for States will be completed; therefore, this performance measure will be discontinued in FY 2000.

The number of State programs automated to assist States in meeting mandatory HACCP requirements will show a revision downward from the data presented due to resource constraints. Four States will not have funding available in FY 2000 and their implementation will be delayed until FY 2001.

**Program Evaluations:** The Agency has not conducted any evaluations, studies, or analyses during the fiscal year for this performance goal.

#### Key Performance Goal 5

<u>Promote international cooperation on food safety.</u>	
Percentage of imported products produced under HACCP-equivalent food safety requirements.	
<b>Target:</b>	70%
<b>Actual:</b>	99%

**1999 Data:** These are considered to be final programmatic data as of November 23, 1999, and no data variance is expected.

**Analysis of Results:** The Agency met this goal. Meat and poultry products exported from another nation must meet all safety standards applied to foods produced in the United States. However, under international law, food regulatory systems in exporting countries may employ sanitary measures that differ from those applied domestically by the importing country. The reasons for such differences include the absence or very low prevalence of particular food safety hazards, the selection of alternative controls, and national choices about management of food risks.

To this end, FSIS also works through the *Codex Alimentarius* Commission to help develop international food safety standards. *Codex* is an international governmental organization with membership from the national governments of 151 countries. The purpose of this program is to promote the coordination of all food standards work undertaken by international governmental and non-governmental organizations. Member countries are encouraged to accept and implement *Codex*-approved standards nationally, but they are not obligated to do so. In 1998, approximately 20 public meetings were held on *Codex* standard setting activities. The *Codex* Steering Committee was restructured to help assure an appropriate

integration of trade and regulatory considerations. In FY 1999, the Administrator of FSIS was elected Chairman of the *Codex Alimentarius*, helping to make Pathogen Reduction/HACCP a consideration.

All countries exporting meat, poultry and egg products to the U.S. must be deemed to have at least equivalent inspection and sanitary systems in place. When that determination is made, after a program evaluation, that country is granted eligibility to export to the U.S. or the country can not ship product. The primary driver for this has been the Pathogen Reduction/HACCP rule. Based on the rule's implementation schedule only very small plants remain to be brought under new requirements. All meat, poultry and egg products coming from small and large plants are produced under HACCP equivalent food safety requirements.

The United States makes determinations of equivalence by evaluating whether foreign food regulatory systems attain the appropriate level of protection provided by our domestic system. Thus, while foreign food regulatory systems need not be identical to the U.S. system, they must employ equivalent sanitary measures that provide the same level of protection against food safety hazards as is achieved domestically. FSIS evaluates foreign food regulatory systems for equivalence through document reviews, on-site audits, and port-of-entry reinspection of products at the time of importation.

FSIS has successfully used its Equivalence Evaluation Process to ensure that exporting countries establish and maintain a food regulatory system appropriate to achieve the same level of protection provided by domestic inspection. In addition, program evaluations have proven effective in verifying equivalent foreign implementation of specific sanitary measures such as those in the Pathogen Reduction/HACCP rule. In Fiscal Year 1999, there were 28 countries audited. There were 14 country reviews that were canceled due to budgetary constraints that were imposed mid-year. Virtually all meat and poultry products coming into the United States are produced under systems equivalent to HACCP.

*Explanatory Notes for Numbered Performance Measure*

The performance target for FY1999 was originally estimated at 70% of imported production because of the uncertainty of the exact number of small and very small plants seeking eligibility. The actual percentage for FY 1999 is now estimated at 99% with a variable built in to account for some remaining very small plants possibly seeking eligibility in FY 2000.

**Program Evaluations:** The Agency has not conducted any evaluations, studies, or analyses during the fiscal year for this performance goal.

**Key Performance Goal 6**

Streamline and improve the effectiveness, efficiency, and diversity of administrative and human resources support functions.

Modernize the accounting system by implementing FFIS.

**Target:** Yes

**Actual:** Yes

Number of management reviews conducted to ensure appropriate internal controls.

**Target:** 15

**Actual:** 10

Year 2000 contingency plan developed, tested, and validated.

**Target:** Yes

**Actual:** Yes

Percentage of workforce at the GS-13 level and above who are women, minorities, or persons with disabilities.

**Target:** 48

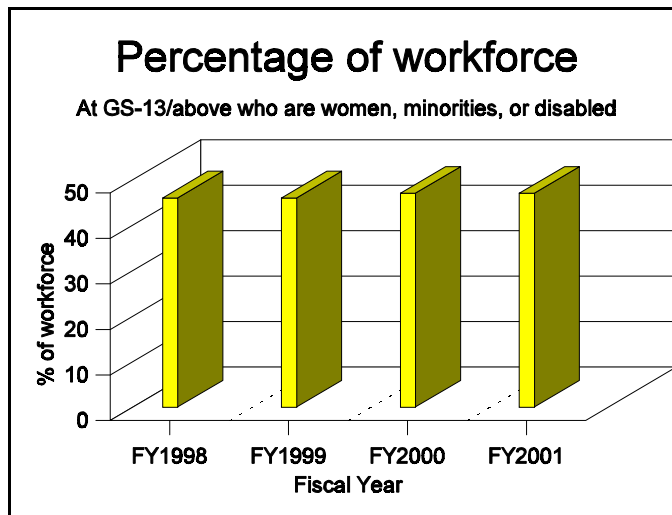
**Actual:** 46

Percentage of workforce at the GS-12 level and below who are women, minorities, or persons with disabilities.

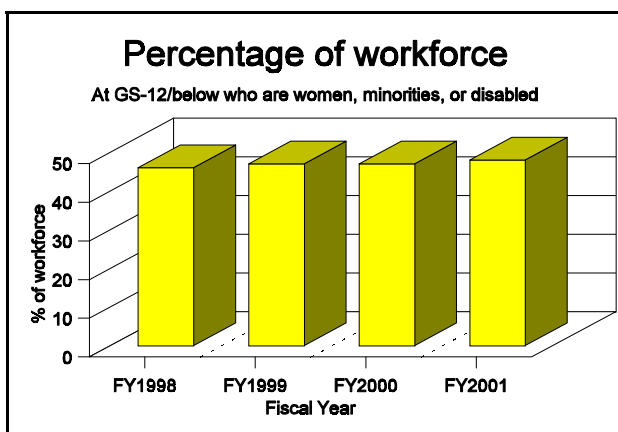
**Target:** 48

**Actual:** 47

### Trend Data Charts



Fiscal Year	Percentage of workforce at the GS-13 level and above who are women, minorities, or persons with disabilities	Target
1998	46	46
1999	46	46
2000		47
2001		47



Fiscal Year	Percentage of workforce at the GS-12 level and below who are women, minorities, or persons with disabilities	Target
1998	46	46
1999	47	47
2000		47
2001		48

**1999 Data:** These are considered to be final programmatic data as of November 23, 1999, and no data variance is expected.

While some of the data supporting this goal is preliminary, indications show that FSIS has streamlined and improved the effectiveness, efficiency, and diversity of administrative and human resources support functions.

**Analysis of Results:** The Agency met this goal. During FY 1999, FSIS spent considerable time improving its administrative and human resources support function effectiveness. Some performance measures included a **Yes** as a means of indicating that work was being performed on projects yielding results that could not be measured with a number.

*Explanatory Notes for Numbered Performance Measures*

A new modern accounting system, which will improve efficiency and is more flexible in providing the Agency with the ability to update, respond and prepare required reports in a more efficient manner, was developed and tested during FY 1999. The system is operational and work will continue, as planned, to refine and enhance its capabilities during FY 2000.

During FY 1999 FSIS completed 10 of the projected 15 management reviews. The reviews consisted of both procedural and operational assessments of how FSIS performed in various areas. Five reviews were not conducted due to a number of factors, including insufficient staff resources, funding and travel restrictions, preemptive reviews by OIG and GAO of various management controls. Because the Agency confronted these issues, it does not anticipate any changes and the number of management reviews for FY 2000 is being changed to 10.

The Agency's Business Continuity Contingency Plan is in compliance with the General Accounting Office's *Year 2000 Computing Crisis: Business Continuity and Contingency Planning Exposure Document* and the USDA's guidelines contained in the *Year 2000 Business Continuity (Contingency) Planning Guide*. The plan was developed, tested, and piloted in two of the Agency's 17 Districts. The main focus of the plan is on preparation since FSIS has to be able to provide 100% service to its customers in the new millennium. The plan was distributed to all District Offices in the first quarter of FY 2000 to ensure the continued operation of the Agency's mission.

The nature of the work performed by the Agency's most populous occupational groups is an inherent barrier to the employment of people with targeted disabilities. More than 90% of the workforce is comprised of food inspectors and veterinarians. These employees inspect food animals before and after slaughter in meat and poultry plants, or inspect plants that process meat and poultry products. The work is strenuous and the environment is hazardous. Due to the severity of physical disabilities that are targeted, these positions would not provide a safe environment for many individuals with targeted disabilities.

FSIS experienced a hiring freeze during a portion of FY 1999 which resulted in vacancies in various positions and at different grade levels. Since the hiring freeze was lifted, positions are being filled, however mostly in the field. Much of the data that is available is based on third quarter statistics and shows that the Agency is within one- to- two percentage points of its performance target for the two performance measures relating to women, minorities and persons with disabilities. While FSIS predicted increased performance targets through FY 2000, it has maintained a steady level of employment for women, minorities, or persons with disabilities at the GS-13 level and above, and the GS-12 level and below.

**Trend Charts.** The trend charts for these performance measures display the percentage of the FSIS workforce, at both the GS-13 grade and above and the GS-12 grade and below, who are women, minorities, or disabled. These values are derived by dividing the number of employees who are women, minorities, or persons with disabilities at either grade 13 or 12 (numerator) by the total number of employees at that grade level (denominator).

The values for the GS-13 grade and above are:

For Fiscal Year 1997: 300/665, or 45% women, minorities, or persons with disabilities  
 For Fiscal Year 1998: 307/665, or 46%  
 For Fiscal Year 1999: 307/665, or 46%  
 For Fiscal Year 2000: 313 (anticipated)/665, or 47%

The values for the GS-12 grade and below are:

For Fiscal Year 1997: 3853/8433, or 46% women, minorities, or persons with disabilities  
 For Fiscal Year 1998: 3853/8433, or 46%  
 For Fiscal Year 1999: 3941/8433, or 47%  
 For Fiscal Year 2000: 3941(anticipated)/8433, or 47%

**Current Fiscal Year Performance:** FY 1999 performance in the area of streamlining and enhancing administrative and human resource support functions has been consistent with its objectives. It is anticipated that performance will continue to be stable and in line with projected performance targets. Two milestones, the modernization of the accounting system and the development of the Agency's Year 2000 contingency plan, were achieved in FY 1999 and will continue to be enhanced and refined during FY 2000, which is in keeping with projected targets. Hiring efforts will be reviewed during FY 2000 to determine the best approaches for filling positions at the GS-13 and above and the GS-12 and below levels.

**Program Evaluations:** The Agency has not conducted any evaluations, studies, or analyses during the fiscal year for this performance goal.



## FOOD SAFETY AND INSPECTION SERVICE

### DISCONTINUED PERFORMANCE MEASURES

**Strategic Goal:** Enhance the public health by minimizing foodborne illness from meat, poultry, and egg products.

**Objective:** The outcome of this goal will be a 25 percent reduction in the number of foodborne illnesses associated with meat, poultry, and egg products by the year 2000.

#### Discontinued Performance Measures

##### Performance Goal 1

Reduce pathogens on raw products by continuing the implementation of the Pathogen Reduction/HACCP rule.

Sampling of egg products from the plant environment conducted for various microorganisms to establish baseline data.

**Explanation:** This project was never funded and implemented.

Percentage of meat and poultry slaughter and processing establishments in compliance with the Basic HACCP verification procedures.

**Explanation:** Data is already captured in another performance measure.

##### Performance Goal 2

Collaborate with other public health agencies and stakeholders to enhance the use of collective resources to improve food safety.

Number of cooperative agreements with States for risk assessment.

**Explanation:** This project was never funded and implemented.

Number of Federal-State joint undertakings in:

Technical conferences  
Advisory Committees  
Other Committees

**Explanation:** The Agency determined that the data were not appropriate for planning purposes.

##### Performance Goal 4

Continue the necessary cultural change to support HACCP and food safety.

Number of staff officers trained as HACCP experts.

**Explanation:** The Agency has determined that this training requirement has been met.

**Performance Goal 6**

Streamline and improve the effectiveness, efficiency, and diversity of administrative and human resources support functions.

Core Business Processes and Data Analysis Project established, developed and implemented.

**Explanation:** This project was never funded and implemented.

Administrative Business Processes and Data Analysis Project established, developed and implemented.

**Explanation:** This project was never funded and implemented.